



THE CITY OF SAN DIEGO
MANAGER'S REPORT

DATE ISSUED: April 3, 2002 REPORT NO. 02-067

ATTENTION: Honorable Mayor and City Council
Docket of April 9, 2002

SUBJECT: **FAIRBANKS SUMMIT II. REZONE/TENTATIVE MAP/PLANNED
DEVELOPMENT/SITE DEVELOPMENT PERMIT 41-0480.
PROCESS 5**

REFERENCE: Planning Commission Report No. P-02-024, Fairbanks Summit II.
Planning Commission Report No. P-01-045, Fairbanks Summit I.
Planning Commission Report No. P-98-129, Black Mountain Ranch.
City Manager's Report No. P-98-130, Black Mountain

OWNER/
APPLICANT: HILLSIDE VENTURES, LTD

SUMMARY

Issue(s) - Should the City Council approve a rezone of the 10.4 acre site from AR-1-1 (Agricultural) to RS-1-11 (formerly R-1-10,000, Residential), relocate a previously approved vehicular access easement to the affordable housing site which will cross City owned open space between Camino de La Luna and the subject site, a tentative map to subdivide the 10.4 acre site into nineteen lots; one for open space, one for an affordable housing site to build ten affordable units, and 17 for single family units by means of a Planned Development/Site Development Permit with Design Guidelines to allow the future construction of the single family and affordable dwelling units, site landscaping and other amenities?

Staff Recommendation -

1. CERTIFY the addendum to Environmental Impact Report No. 96-7902, LDR No. 40-0480 and adoption of the Mitigation Monitoring and Reporting Program;

2. ADOPT the Rezone and APPROVE of the Tentative Map and Planned Development/Site Development Permit 40-0480; with an easement across City owned open space for access to the affordable housing site; and with modifications to the design as indicated on the alternative studies, Attachment 23, incorporating recommendations from the Planning Commission.

Planning Commission Recommendation - Recommend to the City Council that they approve staff's recommendations with the following modifications and additions:

The applicant to re-grade their site using the following criteria; Maintaining the knoll on Lot 17 in its natural topographic condition and as open space, which will require adjustments to the grading on Lots 15 and 16; To modify the grading design, such as split pad lots, in order to accomplish a better relationship to the existing topography and reduce the height of graded banks.

The applicant to provide a physical and visual connection between the affordable housing and Street 'D'.

Refer to the Discussion section within the report for greater detail regarding the issues raised by the Planning Commission.

Community Planning Group Recommendation - At this time there is no officially recognized community planning group for the Black Mountain Ranch Subarea I Plan. Project plans were distributed to the Rancho Penasquitos Planning Board for their information. The Rancho Penasquitos Planning Board, on December 5, 2001, voted 14:1:0 to recommend approval of the proposed project. See item 8a from their December 4, 2001 minutes (Attachment 1).

Environmental Impact - Addendum to Environmental Impact Report (EIR No. 96-7902, SCH No. 97111070) has been prepared for the project in accordance with State CEQA Guidelines. A Mitigation Monitoring and Reporting Program has been prepared and would be implemented which would reduce, to a level of insignificance, any potential impacts identified by the environmental review process for the addendum.

Fiscal Impact - None with this action.

Code Enforcement Impact - None with this action.

Housing Impact Statement - In conformance with the Black Mountain Ranch Subarea Plan, Fairbanks Summit II (Area 'H') will provide three affordable housing units. However, the adjacent Fairbanks Summit I project, which included seven affordable housing units, proposes to exercise its off-site affordable housing option on the Fairbanks Summit II project site. The result will be a ten unit affordable housing project would be developed on a larger site which is also able to accommodate a recreation amenity with play equipment for young children. The affordable housing site will be a receiver site and no off-site option will be available for the Fairbanks Summit II project.

A specific condition to the PDP/SDP has been included under the Affordable Housing heading.

BACKGROUND

Areas of the subarea currently under construction within Black Mountain Ranch were previously approved as part of the Black Mountain Ranch II VTM/PRD in 1995, which set aside 893 acres for future urban residential, commercial and recreational uses after a phase shift to Planned Urbanizing. The approved Black Mountain Ranch Subarea Plan, General Plan Amendment, NCFUA Framework Plan Amendment, Subarea Plan allowed for the development of the original 893 acres set aside in 1995.

The Subarea Plan analysis included an impact analysis for 515 additional acres of adjoining properties under separate ownerships (the perimeter properties) for residential development. The current 10.4 acre Fairbanks Summit II project was evaluated as Parcel H of the southwest perimeter properties. An impact analysis was prepared by City staff and supplemented by Helix Environmental Planning, Inc. and Affinis to evaluate the proposed Fairbanks Summit II development in comparison to the previous EIR prepared for the Black Mountain Ranch Subarea I Plan. Potential significant impacts resulting from development of the Fairbanks Summit II project were further evaluated based on the primary analysis and review of the Subarea I EIR.

Development of the southwest perimeter properties, which included the Fairbanks Summit II project site, was included in the Resource Protection Ordinance (RPO) analysis prepared for the Black Mountain Ranch Subarea I Plan. The analysis found the plan consistent with RPO with respect to hillsides, sensitive biology and cultural resources. The proposed project requires approval of a Site Development Permit under the City's Environmentally Sensitive Lands (ESL) Regulation. The project would not impact 100-year floodplains, wetlands, sensitive steep slopes, sensitive coastal bluffs or coastal beaches. Impacts to sensitive biological resources would be consistent with the ESL. As such, the current project was designed to be consistent with City standards, regulations and policies in accordance with the Land Development Code adopted in January 2000.

PROJECT DESCRIPTION

The project site is located at the east end of Rancho Santa Fe Farms Drive at Via Abertura, southeast of Via de la Valle, north of Black Mountain Road and directly west of Black Mountain Ranch (Attachment 2). An SDG&E utility easement crosses the property in the western portion of the site. A knoll is located in the southwest portion of the property, east of the SDG&E easement, that reaches an elevation of 384 feet above mean sea level (msl). East of the knoll, the property generally slopes down to an elevation of approximately 250 feet msl. Relatively steeper terrain occurs west of the SDG&E easement, with slopes descending from east to west. Several dirt roads cross the property. The project site has been disturbed by agricultural uses and existing residential development. Currently, the surrounding land uses include agricultural fields, existing

and planned residential developments.

The Fairbanks Summit II project proposes to construct 17 single-family dwellings and 10 affordable housing units, for a total of 27 dwelling units (Attachment 3). The project also includes one homeowners association maintained open space lot (Lot 18) west of the SDG&E easement. The proposed project requires the approval of a rezone to change the current zone from AR-1-1 (Agricultural) to RS-1-11 (Residential) (Attachment 4), a tentative map to create nineteen lots (Attachment 5), a planned development/site development permit for the proposed development and an easement across City-owned open space for access to the affordable housing site. Access to the Fairbanks Summit II project site would be provided from Camino de la Luna through the gated access for the Fairbanks Summit I development to the north. The proposed project includes a system of private driveways and a non-contiguous sidewalk system providing pedestrian and bicycle circulation through the neighborhood. The gated entrance, approved with Fairbanks Summit I, and private driveways are consistent with the City of San Diego's Street Design Manual. Residents of the Fairbanks Summit II would have access to a 4.56-acre homeowners' association maintained area with a par course and running trails in lot thirty-six of Fairbanks Summit I.

Design Guidelines have been prepared for Fairbanks Summit II to establish the thematic design concepts for development of the housing units within the project (Attachment 6). The guidelines describe the architectural style, product siting, street design, landscape and grading concepts for the project. The guidelines were developed using basic concepts of the Black Mountain Ranch, West Clusters and Fairbanks Summit I projects to ensure consistency with surrounding developments and streetscapes.

Landscaping within Fairbanks Summit II would create a unified image while also using a variety of plant species and materials consistent with the Design Guidelines submitted for the proposed project and the landscape standards of Chapter 14 of the Land Development Code. The proposed Landscape Concept Plan consists of a variety of native, non-native and naturalized plants, while also addresses the requirements of wild fire risk reduction and brush management (Attachment 7). The Fairbanks Summit II brush management program is designed to provide a transition between moderately or highly flammable vegetation areas and structures. All manufactured slopes adjacent to open space would be revegetated with native species as specified in the Landscape Concept Plan.

The proposed development grading plan would grade 83% of the site or 8.3 acres (Attachment 5). The grading design requires 35,000 cubic yards of cut and 55,000 cubic yards of import to create 90,000 cubic yards of fill. The maximum height for cut and fill slopes would be 28 feet. All slopes would be created using undulating slopes and enhanced by the native and naturalized landscape palette. Should paleontological resources be found during grading, mitigation measures are required to reduce impacts to below a level of significance in accordance with the Black Mountain Ranch Subarea Plan MMRP as indicated in Section V.

In connection with the approval of the 1995 Black Mountain Ranch II, a storm drain system was approved for the area which included the construction of a detention basin at the western edge of the Black Mountain Ranch property southeast of the proposed project site. This detention basin would be in place prior to grading for the Fairbanks Summit II project. Site drainage from the Fairbanks Summit II development would be conveyed to this regional detention basin through a series of curb inlets, private storm drains, cleanouts and catch basins. Additional Best Management Practices to address water quality and runoff management for the Fairbanks Summit II development would be implemented during and after construction to reduce pollutant loads from surface runoff as indicated in Section V of the Mitigation Monitoring and Reporting Program.

A previously approved vehicular access to the affordable housing site is proposed to cross City owned open space in a new and revised location (Attachment 3). The access easement would cross City owned open space between Camino de La Luna and the subject site approximately 310 feet further north than originally planned. This revised location would reduce impacts from grading to the site and open space. This open space area is a minor manufactured 2:1 slope adjacent to and parallel to Camino de La Luna. The manufactured slope was created by the approval and grading of Black Mountain Ranch with the construction of Camino de La Luna. The manufactured slope contains no native habitat or vegetation and will be revegetated with species to control erosion and provide slope stability. An access easement will be required to be recorded by a separate instrument prior to the recording of the final map for the project. The easement language will assign maintenance of the driveway to the applicant.

DISCUSSION

Subarea Plan Consistency

The proposed project is located within the Planned Urbanizing portion of the Black Mountain Ranch Subarea and is identified as Area H of the southwest perimeter properties (Attachment 8). The previously approved Fairbanks Summit, LDR No. 99-1364, which this project would become part of, is identified as Area G. Both sites are designated for residential use with an overall density of 1-2 dwelling units per acre. Development of residences on both sites will be subject to the approved Fairbanks Summit Design Guidelines. Development of sixty-two dwelling units on the combined sites, fifty-two market rate units and ten affordable housing units, will result in a density of 2.0 dwelling unit per acre and is consistent with the land use designation and allowable density of the Subarea Plan.

Affordable Housing

The Black Mountain Ranch Subarea Plan requires the provision of affordable housing units for low income families in all residential development of ten or more dwelling units. Based on this requirement, the Fairbanks Summit II project proposes to provide three affordable housing units. The project also proposes to accommodate the seven affordable housing units from the adjacent

Fairbanks Summit I project for a total of ten on-site affordable units. The Fairbanks Summit II site will be the designated receiver site as allowed by the Affordable Housing Program approved for the Fairbanks Summit I project.

As indicated in the Affordable Housing Program for the project (Attachment 9), the preferred alternative is for smaller projects, such as this one, to participate with other property owners to provide affordable units in a larger affordable housing project. However, due to the lack of opportunities to locate the units from this project with another project within the Subarea Plan, combining the affordable units from Fairbanks Summit I and II is preferred by both the Housing Commission and the applicant. By combining the affordable units from Fairbanks Summit I and II on one site, the applicant was able to provide amenities such as; a recreation amenity with play equipment, parking adjacent to the units, and upgraded landscape throughout the property. These amenities would be less economically feasible if the affordable housing units were proposed at two separate sites.

The affordable dwelling units would be located in two multi-unit buildings. One of the buildings would contain four residential units and the second six residential units. The buildings have been designed to be consistent thematically with the Mediterranean and Santa Barbara style architecture of the single-family residences within the remainder of the project (Attachment 10). The four unit building is designed in the Santa Barbara style with exposed rafters, arched windows and doorways, and wood trellises. The six unit building is designed using a Mediterranean style with plastered soffits, wood and tile accents and wood trellises. The massing characteristics and detailing of each of these buildings are consistent with those of the single family residences in Fairbanks Summit II.

Energy Efficiency

The proposed project will incorporate many design elements to improve energy efficiency in the design, construction and use of the housing units. The use of impervious surfaces will be limited to reduce heat island effects and urban runoff. Residences will be provided with energy saving appliances, sealed duct systems, and spectrally-selective glass. Additionally, carpets of recycled materials together with engineered and certified wood products will be used throughout the project.

In addition to improve energy efficiency throughout the project, the developer is proposing conservation of natural open space. A 1.54 acre open space lot, Lot 18, will be maintained in its natural state on the western portion of the property. Maintaining the open space lot would result in conservation of fifteen percent of the project site.

Environmental Analysis

In May 2001, biological surveys were conducted by Helix Environmental Planning, Inc. to assess the potential of site-specific project related impacts (Attachment 11). The project site is neither

within or adjacent to the Multi-Habitat Planning Area of the City's Multiple Species Conservation Program and contains no jurisdictional wetlands. The site supports four vegetative habitat types; Diegan coastal sage scrub, non-native grassland, eucalyptus woodland, and disturbed habitat. The site also contains 4.17 acres of developed areas. The Biological Survey Report concluded the proposed project would directly impact 0.24 acre of Diegan coastal sage scrub, 0.55 acre of non-native grassland, 0.13 acre of eucalyptus woodland, and 7.64 acres of disturbed and developed habitat. Specific mitigation measures to reduce impacts to biological resources to below a level of significance can be found in Section V of the Mitigation, Monitoring and Reporting Program.

Although the archaeological survey conducted for the perimeter properties in 1993 as part of the Black Mountain Ranch Subarea I EIR did not identify cultural resources, dense vegetation at the time of the original survey precluded archaeologists from seeing the ground surface. The applicant was required to resurvey the proposed Fairbanks Summit II site. The site was re-surveyed by Affinis in January 2001. Existing structures were also evaluated to determine if they were forty-five years or older. No artifacts or features were discovered on the project site during the field survey. Review of aerial photographs confirmed the existing structures are not older than forty-five years and do not represent historic resources.

The specific analysis for the Fairbanks Summit II site concluded no new significant impacts would result from the proposed project which were not addressed for the adopted future development within Subarea I. However, project specific mitigation would be required for impacts to Biological Resources, Hydrology/Water Quality and Paleontological Resources. These impacts would be addressed in the proposed Mitigation Monitoring and Reporting Program should the project be approved by the City Council.

Stormwater and Water Quality

City concerns for stormwater and water quality runoff during construction operations and post construction include the possibility of subsequent erosion, sedimentation, runoff and pollution contaminating adjacent water bodies, including the Los Penasquitos Creek and Lagoon. These concerns would be addressed by directing all proposed discharge of storm runoff from the site into regional desiltation facilities located on the Black Mountain Ranch property and by the Best Management Practices (BMP's) required and noted on the Tentative Map.

All mitigation measures identified in the Black Mountain Ranch, Mitigation Monitoring and Reporting Program (MMRP), prepared by the City to address hydrology and water quality concerns, would require implementation of the MMRP at the appropriate milestones and are incorporated into the Fairbanks Summit II tentative map requirements. The offsite Black Mountain Ranch desiltation basin required as part of the Storm Water Pollution Prevention Plan (SWPPP) will include appropriate filtration methods to assure the reduction of water borne pollutants from entering the adjacent water bodies. The Fairbanks Summit II tentative map specifies all requirements of the Black Mountain Ranch MMRP will be complied with by the

proposed Fairbanks Summit II project and adds thirty (30) BMP notes as conditions to further address Stormwater and Water Quality for the project.

Transportation Effects

The proposed Fairbanks Summit II project is estimated to generate approximately 230 average daily trips (ADT). Fifty of these trips are estimated to occur on Interstate 5, which has an estimated near term plus project volume of 255,050 ADT (Attachment 22). Caltrans is planning to widen Interstate 5 to provide ten additional lanes south of State Route 56 to be completed by 2004-2007. Black Mountain Ranch is required to contribute \$8.0 million dollars for the widening of State Route 56 from four to six lanes, and \$6.1 million dollars for the widening of Interstate 15 by an additional four lanes. Black Mountain Ranch is also required to provide a fair-share contribution for the widening of Camino Ruiz south of Carmel Valley Road, and El Camino Real north of San Dieguito Road (CIP 52-479.0).

The completion date of the homes proposed by the Fairbanks Summit II project is estimated to be late in the fourth quarter of 2004. The improvements planned by Caltrans to the regional circulation system will not be completed at the time the additional 230 ADT from the proposed project are added to the freeway system.

Planning Commission Discussion and Recommendation

On February 21, 2002 the Planning Commission approved a recommendation to the City Council as noted above to modify the proposed project design. The Planning Commissioners discussed the importance of San Diego's natural topography as a resource worthy to be preserved and protected. Several Commissioners commented supporting the motion provided to the City Council. The Planning Commission discussed that when a development project is proposed where there exists a valuable topographic resource on the proposed site, this resource should be preserved to the greatest extent possible while allowing for reasonable development. Another concern discussed by the Planning Commission were their opinions regarding the importance of integrating the site design of affordable housing into the fabric of the development as well as providing the dwelling units required by the current regulations.

The natural topography of the Fairbanks Summit II site can be characterized as a gentle slope beginning in the eastern portion of the site and rising to a high point culminating at a low knoll in the western end of the property which then slopes down to the westerly property line. The elevation at the easterly property line is 250 feet mean sea level (MSL), the knoll rises to 384 feet MSL, and at the westerly property line the topography declines to 292 feet MSL. The total vertical difference is 134 feet from the east property line to the knoll, while the vertical difference from the knoll to the west property line is 92 feet. The slope from the east property line to the knoll is thirteen percent, and from the knoll to the west property line is twenty-five percent. A single family dwelling currently exists on the knoll and disturbance of the original topography has occurred in creating this structure. This existing structure would be demolished

and removed by the proposed development. The knoll area possesses no valuable habitat and does not meet the significance criteria under the California Environmental Quality Act or the CEQA Guidelines as a topographic resource. The Black Mountain Ranch Subarea I Plan does not identify the knoll for preservation or list it as significant.

The Fairbanks Summit II grading design would closely follow the rising topography from the east to the knoll yet alter the land suitably for single family development by creating graded pads for each lot separated by interior side yard slopes between each pad. The grading design would preserve approximately 1.53 acres of the western most portion of the property which is also the area of steepest natural topography. This area is shown on the tentative map as Lot 18 and would be preserved as open space. The natural slope of Lot 18 is twenty-five percent. In addition to Lot 18, the Planning Commission felt the knoll represents a valuable natural resource and should also be protected and preserved to the greatest extent possible. Immediately to the east of Lot 18 there exists a SDG&E easement. This existing easement would be entirely within Lots 1, 16 and 17.

The Planning Commission also discussed the design of the affordable housing site and its relationship to the remainder of the proposed development. Commissioners commented that to provide the required number of affordable dwelling units only met the legal requirement and in their opinion there is more to providing the affordable units when designing a cohesive community. The Commission stated the approximately twenty foot high slope between the single family units and affordable units shown on the grading plan separated the affordable housing from the rest of the development. The Planning Commission motion included adding a visual and physical connection to the proposed project.

The applicant has prepared design studies, which were reviewed by City staff, consistent with direction from the Planning Commission. These studies are provided as Attachment 23. The studies indicate; how a majority of the knoll could be preserved and permit development of Lot 17; how a landform grading approach could be implemented on lots nine through fourteen to relax the vertical gradient of the manufactured slopes, and how a visual and physical connection between the affordable and the single family sites could be provided by means of a concrete access ramp consistent with the American Disabilities Act requirements.

CONCLUSION

The proposed Fairbanks Summit II project conforms to the land use density and designation of the Black Mountain Ranch Subarea I Plan. The project provides the required affordable housing units, pedestrian scale improvements, and is compatible with surrounding approved planned developments. The proposed project complies with all the regulations relevant to the proposed project and is consistent with all City policies in effect at this time. Staff is recommending approval of the Fairbanks Summit II project with the modifications as shown on Attachment 23, subject to the terms and conditions contained in the Attachments 12 and 13. The draft tentative map and permit resolutions identify project compliance with the applicable development

regulations of the Land Development Code (Attachments 13 and 14).

ALTERNATIVES

1. ADOPT the Rezone and APPROVAL of the Tentative Map and Planned Development/Site Development Permit 41-0480; with an easement across City owned open space for access to the affordable housing site, as originally proposed.
2. ADOPT the Rezone and APPROVAL of the Tentative Map and Planned Development/Site Development Permit 41-0480 with other modifications to the site development and or design, draft permit and or tentative map conditions.
3. The City Council DENY the proposed project if it is determined the required findings of fact cannot be affirmed.

Respectfully submitted,

Tina P. Christiansen, A.I.A.
Development Services Director

Approved: P. Lamont Ewell
Assistant City Manager

CHRISTIANSEN:JSF

Note: The attachments are not available in electronic format. A copy is available for review in the Office of the City Clerk.

- Attachments:
1. Rancho Penasquitos Planning Board minutes
 2. Location Map
 3. Site Plan
 4. Rezone B sheet
 5. Tentative Map
 6. Design Guidelines (under separate cover)
 7. Landscape Concept/Brush Management Plan
 8. Black Mountain Ranch Subarea Plan, Land Use Map
 9. Affordable Housing Program
 10. Affordable Housing unit design
 11. Biological Overlay Site Plan
 12. Draft PDP/SDP permit
 13. Tentative Map resolution
 14. Draft permit resolution

15. Topographic map
16. Project notes
17. Site sections
18. Architectural elevations and plans
19. Public correspondence
20. Project Process Timeline
21. Ownership Disclosure
22. Project Traffic Information
23. Design Studies implementing direction from Planning Commission